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REPORT OF THE SECRETARY-GENERAL ON CAMBODIA

1. By its resolution 718 (1991) of 31 October 1991, the Security Council, inter alia, expressed full support for the Agreement on a comprehensive political settlement of the Cambodia conflict, signed in Paris on 23 October 1991, 1/ (hereinafter referred to as the Agreement), and requested the Secretary-General to submit at the earliest possible date a report containing his implementation plan, including in particular a detailed estimate of the cost of the United Nations Transitional Authority in Cambodia (UNTAC), whose establishment was provided for in the Agreement. The Security Council made that request on the understanding that the present report would be the basis upon which the Council would authorize the establishment of UNTAC, the budget of UNTAC to be subsequently considered and approved in accordance with the provisions of Article 17 of the Charter of the United Nations. The Security Council also authorized the Secretary-General to designate a special representative for Cambodia.

2. The present report, which contains the Secretary-General's proposed implementation plan, is submitted pursuant to Security Council resolution 718 (1991). An addendum to the report, covering indicative administrative and financial aspects of the proposed plan will be issued as soon as possible.

3. In formulating these proposals, the Secretary-General has been guided by information gathered by a number of survey missions sent to Cambodia, the most recent three, which visited Cambodia in October to December 1991, being the following: one on elections, one on military arrangements and one on civil administration, police and human rights. It should be noted however that, in spite of the efforts made by these missions, the information obtained cannot be regarded as complete and current assessments regarding priorities and deployment may prove to be inaccurate, as circumstances in Cambodia change. The specific recommendations contained in the present report may therefore need to be re-examined in the light of experience, once UNTAC is in place.

I. INTRODUCTION

4. The Agreement invites the Security Council to establish UNTAC with civilian and military components under the direct responsibility of the Secretary-General of the United Nations, and to provide it with a mandate in conformity with the Agreement. The general framework of UNTAC's mandate is provided in Annex 1 to the Agreement, with specific elements provided in other annexes. Elements are also contained in the Declaration on the Rehabilitation and Reconstruction of Cambodia, adopted by the Paris Conference on Cambodia on 23 October 1991 as part of the comprehensive political settlement of the Cambodia conflict. 2/

5. The mandate foreseen for UNTAC under the Agreement includes aspects relating to human rights, the organization and conduct of free and fair general elections, military arrangements, civil administration, the maintenance of law and order, the repatriation and resettlement of the Cambodian refugees and displaced persons, and the rehabilitation of essential Cambodian infrastructures during the transitional period. The transitional period is defined in article 1 of the Agreement as the period commencing with the entry into force of the Agreement and terminating when the constituent assembly elected in conformity with the Agreement has approved the new Cambodian Constitution and transformed itself into a legislative assembly, and thereafter a new Cambodian Government has been created. The Agreement entered into force upon signature, on 23 October 1991.

6. The focal point of the United Nations relationship in Cambodia is the Supreme National Council, which, under the Agreement, is the "unique legitimate body and source of authority in which, throughout the transitional period, the sovereignty, independence and unity of Cambodia are enshrined". By virtue of article 6 of the Agreement, the Supreme National Council of Cambodia has delegated to the United Nations "all powers necessary" to ensure the implementation of the Agreement. The Special Representative of the Secretary-General would be the head of UNTAC and would maintain an ongoing dialogue with the Supreme National Council regarding UNTAC's activities in implementing its mandate.

7. UNTAC would consist of seven distinct components, as follows: the human rights component, the electoral component, the military component, the civil administration component, the police component, the repatriation component and the rehabilitation component. The level of the activities of the different components of UNTAC will vary during the course of the transitional period and will be coordinated, as necessary, in order to allow for the most efficient and cost-effective use of resources.

II. THE COMPONENTS

A. Human rights component

1. Functions

8. Article 15 of the Agreement provides the framework within which activities to promote and protect human rights in Cambodia will be undertaken. In particular, the article states that Cambodian authorities must ensure respect for and observance of human rights and fundamental freedoms, including support of the right of all citizens to undertake human rights activities, effective measures to ensure no return to the policies and practices of the past and adherence to the relevant international human rights instruments.

9. The Cambodians themselves thus clearly have the obligation to promote and protect human rights and fundamental freedoms in Cambodia. Others have the responsibility to encourage their respect and observance in order to prevent the recurrence of human rights abuses. In this connection, under article 16 of the Agreement, UNTAC is given responsibility during the transitional period for fostering an environment in which respect for human rights is ensured.

10. One measure that would foster such an environment would be the ratification or accession by the Supreme National Council of the relevant human rights instruments on behalf of Cambodia. This would provide a framework in Cambodian law within which Cambodians could undertake activities for the protection and promotion of their rights and freedoms. It would also greatly facilitate UNTAC's efforts to enhance respect for the rule of law.

11. Other measures for fostering the proper environment are stipulated in section E of annex 1 to the Agreement. These include making provisions for the development and implementation of a human rights education programme to promote respect for and understanding of human rights, the exercise of general human rights oversight and the investigation of complaints and allegations of human rights abuses and, where appropriate, corrective action.

12. The development and dissemination of a human rights education programme is foreseen as the cornerstone of UNTAC's activities in fostering respect for human rights and fundamental freedoms, for Cambodians must fully understand both the content and the significance of those rights and freedoms in order to be in a position to know when and how to protect them properly. This is especially important in an environment in which the framing of a new Cambodian Constitution containing human rights guarantees will be on the national agenda.

13. Such a civic education programme would be developed in a manner that is culturally sensitive and generally "accessible" to Cambodians. Its dissemination would rely upon all channels of communication available in the country, including printed materials (words and pictures), cultural events and presentations, radio and television media, videocassette distribution, mobile teaching units, etc. It is foreseen that UNTAC would also work closely with

existing educational administrative structures in Cambodia to ensure that human rights education is appropriately included in the curriculum at all levels, including children, adults and special groups. The latter would include those individuals best placed to be further disseminators of information, such as teachers and community leaders. UNTAC would also expect to collaborate with non-governmental organizations (NGOs) operating in Cambodia for this purpose as well as to encourage the establishment of indigenous human rights associations.

14. It is foreseen that the civic education programme content would vary, stressing different "clusters" of rights at different times, and that it would be responsive to current events. However, particular themes will be emphasized throughout, notably relating to the exercise of rights in an electoral environment, the existence of mechanisms for remedial action, rights related to protection of the person and other rights enshrined in the Universal Declaration of Human Rights. Complementary training and monitoring initiatives would be supported.

15. Coordination of the human rights programme content with other civic education programmes being disseminated, especially in relation to the elections and to repatriation, would be a priority. To the extent possible, programme production would take place inside Cambodia. This would allow optimum responsiveness to the actual situation, including evaluation of programme impact and immediate adjustment, as necessary. In this way, the efficiency and effectiveness of programmes can be maximized.

16. The second element of UNTAC's activities for fostering an environment in which human rights and fundamental freedoms would be respected is the exercise of general human rights oversight in all of the existing administrative structures in Cambodia. In this connection, special guidelines and materials targeted to civil servants would be produced to promote education and human rights awareness among them. Some training in the application of these materials could also be foreseen within the context of training and orientation courses contemplated under the civil administration mandate.

17. Certain of the existing structures are more susceptible to human rights concerns than others. This category would include, but is not limited to, those agencies, bodies and offices exercising law-enforcement and judicial functions. Special attention would be focused on these groups, for which the Agreement foresees control or supervision in any case. Codes of conduct pertaining to law enforcement officials and the judiciary would be developed, adapted and applied, and supported with supplementary training, especially in the area of fundamental criminal procedure. A higher ratio of UNTAC staff to local administrative personnel in these areas is already foreseen elsewhere in the present plan. Parallel training for UNTAC personnel operating in these areas is also recommended in order to facilitate their effective functioning.

18. The third element of UNTAC's human rights mandate is the provision of a mechanism for the investigation of allegations of human rights abuses occurring during the transitional period in Cambodia. In this respect, UNTAC

would undertake investigations of its own accord in instances where the Special Representative has reason to believe that such abuses have occurred or may be imminent.

19. When investigation is called for, UNTAC would rely upon the investigation mechanism established in conformity with section B, paragraph 6, of annex 1 to the Agreement. The implementation of that mechanism would be monitored by UNTAC human rights liaison officers, who would accompany investigators, as appropriate. Special attention would be paid to the "susceptible" areas, where effective measures must be devised. UNTAC would naturally retain the right to order or to take corrective action, as appropriate. In this connection, UNTAC may choose to associate the Supreme National Council with its proceedings, if necessary, in order to promote effective redress. UNTAC may also wish to associate indigenous human rights monitoring groups with its proceedings, with the agreement of the parties concerned.

20. Special provisions would be made by UNTAC, within the ambit of its mandate to organize and conduct elections, to ensure the immediate redress of violations relating to participation in the electoral process.

2. Structure

21. A human rights office established at headquarters will be the central policy-making and coordinating body in this area. The staff of that office would include specialists in human rights advocacy, civic education and investigation, as well as an officer in charge of liaison with human rights NGOs. The number of human rights officers required may be modest, since all UNTAC staff, operating in all areas of the mandate, would be charged with carrying out human rights functions, as an integral part of their primary duties. In this respect, special human rights materials and training are envisaged for all UNTAC staff. In addition, periodic human rights reports would be submitted to the central human rights office, in order to enable the latter to maintain an overall perspective of the situation in the country.

22. No staff devoted exclusively to human rights is foreseen at the provincial or lower levels, although headquarters staff could be called upon to undertake field visits as warranted. Rather, the substantive officers at the provincial level and below, operating in the areas of civil administration, information and monitoring of the local police, would be specifically called upon to carry out human rights functions on a primary basis as well.

B. Electoral component

1. Functions

23. Under article 13 of the Agreement, UNTAC is entrusted with the task of organizing and conducting free and fair general elections in Cambodia. The objective of UNTAC's work would be to facilitate the broadest possible participation of Cambodians in the election of their representatives. Of the estimated 8.7 million Cambodians, approximately half will be eligible to vote in accordance with the criteria established in paragraph 4 of annex 3 to the Agreement.

24. In planning the electoral process, UNTAC is governed by the provisions of section D of annex 1, and of annex 3 to the Agreement. Those provisions charge UNTAC with designing and implementing a system for every phase of the election of 120 members to the constituent assembly. Paragraph 2 of annex 3 directs that all electoral processes will take place only on Cambodian soil. This is consistent with considerations of simplicity, efficiency and economy. Candidates will stand for provincial seats in the constituent assembly and results would be tabulated on a provincial basis using a proportionality formula.

(a) Legal framework

25. UNTAC's first task is to establish, in consultation with the Supreme National Council, a legal framework that would consist of an electoral law and regulations to govern the electoral process. It is foreseen that an integral part of the legal framework would be the electoral code of conduct provided by UNTAC.

26. The Agreement stipulates that the election is to be held on a provincial basis. Owing to the significant demographic changes that have occurred since the last systematic and comprehensive census was carried out, adequate statistics regarding the size and location of the Cambodian electorate are not available. Accordingly, the allocation of seats in the constituent assembly per province should be made only after registration of voters has been completed, it being understood that each province would elect at least one representative. By waiting until the registration of voters has been completed, a more consistent ratio of voters per representative in the constituent assembly can be ensured. The electoral law would therefore stipulate the system to be used for designation of the number of seats at the appropriate time, that system being the same as would be used for determining the results of the elections, i.e. the proportionality by largest remainder formula.

(b) Civic education and training

27. An important element of the electoral effort will be a large-scale campaign addressed to the general public on the purposes and importance of the elections and, particularly, the integrity of the ballot. General and

detailed information on each phase of the election would be provided at appropriate times throughout the process. Video, other audiovisual, radio and printed materials would be used to assist in this process. The establishment of radio broadcast and print facilities and of distribution networks, including access to community radio and/or televisions and mobile video units, may be foreseen.

28. In addition, the ultimate effectiveness of the electoral process depends upon the understanding and skill of those who are charged with carrying it out. In this respect, it is foreseen that orientation and/or training would be required for international staff, locally recruited staff and political party agents, in the functions to be carried out and the procedures to be applied at each of the various stages of the electoral process. Such training should range from quite basic (e.g. clerical procedures) to quite sophisticated (e.g. election management). It should be noted that the requirement for training is not limited to the electoral process, although the amount of training required for this purpose would be the largest.

(c) Registration of voters

29. The criteria of eligibility and the right to vote are specified in paragraphs 3 and 4 of annex 3 to the Agreement. Every person who has reached the age of 18 years and who was born in Cambodia or is the child of a person born in Cambodia will be eligible to vote.

30. Registration of voters would be carried out over a period of three months, on the understanding that some flexibility may be required in order to ensure that all of the approximately 4.3 million eligible Cambodians will have the opportunity to be registered. Voters must be registered in order to vote. Registration stations (fixed, temporary and mobile) would be located throughout Cambodia, taking into account population density and accessibility. At each station, it is expected that the Cambodian political parties would provide agents to observe the proceedings. Registered voters would be issued UNTAC registration cards. Challenge and appellate procedures would be provided at the registration stations and at the provincial levels. Registration of the military forces that have not been demobilized would take place in the cantonments.

31. It is estimated that about 800 five-man registration teams, relying upon local personnel to the extent possible, would be required. It is further foreseen that an additional 200 two-man internationally staffed supervisory teams, or more if necessary, would be required to canvass all districts in Cambodia. The coordination of the work of the teams would be handled at the provincial level. It may be necessary for the UNTAC military or police component to provide security arrangements for the registration stations in certain circumstances.

(d) Political parties and candidates

32. The Agreement provides for a multiparty electoral system. Paragraphs 5, 6, 7 and 9 of annex 3 to the Agreement provide a framework for the formation and rights of political parties and candidates. Political parties must provide verifiable membership lists of at least 5,000 registered voters. In accordance with the electoral law and procedures to be established, political parties would designate agents whose participation as observers in the voter registration and polling processes would enhance the freeness and fairness of the elections.

33. All political parties must be formally registered by UNTAC in order to participate in the elections; UNTAC will establish eligibility criteria which should be met in order to qualify for registration. Such criteria will include the stipulation that party platforms must be consistent with the objects and principles of the Agreement and that there be strict adherence to a code of conduct for the elections. Similar criteria will be established for qualification as a candidate, including the fact that all candidates must be registered voters.

34. In order to ensure that political parties can actively participate in voter registration, a system of provisional or temporary registration of parties prior to the voter registration processes is envisaged. UNTAC will design procedures for provisional party registration. Once a party has been provisionally registered, it could benefit from special training and orientation courses related to participation in the electoral processes. The provisional registration will subsequently be confirmed (i.e. the party would be officially registered) once UNTAC has verified that all of the established criteria have been met. Only officially registered parties would be permitted to campaign actively. The duration of the campaign period could be six to eight weeks. A political party would be required to be officially registered in order for its symbol to appear on the ballot.

35. The electoral code of conduct provided by UNTAC would be designed to ensure, inter alia, that freedom of speech, assembly and movement would be fully respected. In addition, UNTAC will ensure that a system is put into place that would allow all registered political parties fair access to the media, including print, audio and visual media.

(e) Polling

36. The voting process would be designed to permit all registered voters to exercise their franchise rights conveniently and in the absence of fear, while preventing fraud.

37. Polling stations would be established, wherever possible in the same location as registration stations. It will not be possible to determine the number of polling stations required until the registration of voters is completed and the size and distribution of the electorate is known. It is none the less estimated that the establishment of approximately 8,000 polling

teams would be required, with each comprising about seven persons. The polling teams would be supervised by approximately 1,400 internationally recruited polling officers. In more densely populated areas, more than one polling team may operate at a particular polling station. Should it be determined that more than 1,400 polling stations are necessary, more polling supervisors would need to be recruited. Political parties contesting in the elections may appoint polling agents to observe the polling processes. The presence of foreign observers is also foreseen, as called for in section D, paragraph 3 (i) of annex 1 to the Agreement.

38. Weighing carefully a large number of considerations, not least of which are the agricultural and migratory cycles that result from climatic conditions in Cambodia, it is felt that polling should be held in late April or early May 1993, shortly after the Cambodian New Year, when the majority of Cambodians are expected to be gathered at their respective home locations. The duration of the polling period should be no longer than three days at the most, on the understanding that there should be a single day of polling only in any one location, and that no ballot counting would take place prior to the final day of voting in all locations.

39. Voting will be for political parties and not for individuals, i.e. only party names and symbols will appear on the ballot. However, the list of party candidates for each province would be publicized widely prior to polling day and would be posted prominently at polling stations. Voting will be by secret ballot. Provision would be made for "tendered ballots". A tendered ballot would be issued to a voter only in instances when a voter is voting in a province other than the one in which he is registered or when there may be some doubt surrounding his right to vote. In both cases, the voter's eligibility would be subject to verification prior to recording his vote. Safeguards to protect the integrity of the polling will be provided, including the use of indelible ink to mark voters' fingers.

40. Ballot boxes would be sealed and transported to storage/counting stations. UNTAC would design and provide adequate security arrangements for transportation, storage and counting of ballots. Challenge and appellate procedures for each step of the balloting and counting process are foreseen. The results of the election should be tabulated, verified, compiled and officially declared by UNTAC as quickly as possible after the close of polling.

2. Structure and the need for computerization

41. The Special Representative would have the task of organizing and conducting the elections. He would be assisted by a chief electoral officer. This officer would be headquartered in Phnom Penh, which would also be the seat of the Special Representative's Electoral Advisory Committee. This Committee would be composed of three international staff appointed by the Special Representative and would have the responsibility to ensure the prevention and control of election irregularities. There would be a total of 72 international electoral staff at headquarters, who would be deployed in March/April 1992.

42. The civic education, training and computer elements would also be based in Phnom Penh. However, the bulk of the responsibilities for actually conducting and coordinating the various phases of the electoral process would lie with the 21 provincial-level offices. For each provincial-level office, the provincial electoral officer would be assisted by officers in charge of electoral operations, information, training, communications, compliance and complaints, and coordination. There would be a total of 126 international electoral staff at the provincial level, who would be deployed in March/April 1992.

43. Approximately 200 district offices are foreseen, headed by 400 district electoral supervisors and answering to the provincial offices. The 400 international electoral staff would be deployed in May 1992. The district offices would have the responsibility, inter alia, of supervising the work of the 800 registration and 8,000 polling teams. For this purpose, the district personnel should be highly mobile. During the polling, the 400 district electoral supervisors would act as polling supervisors. Their number would be augmented by approximately 1,000 international personnel seconded from Governments for two to three weeks in April 1993. Their presence during the polling period would allow for one polling supervisor per polling station. The number of interpreters required during the polling period would consequently also be increased.

44. To maximize efficiency and consequently minimize costs, the electoral process should be computerized. The specific areas subject to computerization are voter registration, logistical arrangements, compilation of polling results and administrative activities ancillary to the planning and conduct of registration, polling and counting. A total of 12 computer support staff has been included in the 72 international electoral staff at headquarters referred to in paragraph 41 above.

45. The computerized voter registration system should consist of two linked subsystems. The first would be used to account for and control the movement of voter registration cards and associated materials, thereby ensuring that such cards and materials cannot find their way into the hands of persons not entitled to vote. The second would record the particulars of individuals who have been registered to vote, in order to produce lists of registered voters and cancelled registration cards and for inventory control of registration materials. The computerized voter registration system should accommodate both roman and Khmer script input, and should produce printed output in each.

46. The scale of the tasks of organizing staffing and equipping registration teams and polling stations dictates that logistical arrangements should be computerized as well. Separate database systems would be required for registration and polling. Records of staff and equipment allocated to each polling station, including information such as serial numbers of ballot boxes, seals and ballot papers, would be required in order to generate statistical reports of total allocations country-wide, provincially and subprovincially. The input of overall registration data by interlinking the various systems would allow the most efficient allocation of international and local staff and

of equipment and vehicles. Communications capabilities would also be enhanced by computerization.

47. By computerizing the compilation of polling results, speed and accuracy are greatly enhanced. The system could be programmed to apply the appropriate proportional representation formula to determine the candidates winning those seats in each province. However, any such system should be carefully tested and verified prior to its application.

48. Systems development should commence as early as possible. The need for computerization is not specific to the electoral component, but the heaviest demands on the system would emanate from the electoral process. Computers should be available to electoral staff throughout the process, down to the district level.

3. Calendar

49. The election is the focal point of the comprehensive settlement. The manner in which the elections are conducted would be, and must be seen to be, absolutely impartial. To be effective, sufficient time would be required for each phase of the process to be completed. This naturally presupposes that UNTAC's other activities would be carried out in a timely manner, in order to ensure that a climate conducive to holding free and fair elections is created.

50. The registration of voters must be as complete as possible, so that the maximum number of voters can cast their votes. Therefore, registration and voting periods should be selected in those parts of the year in which there are no large-scale agricultural activities and no major festivals, so that Cambodians are most likely to be in their normal places of residence and would need to do the least amount of travelling in order to participate in the electoral process. Also for reasons of stability, it is extremely important that all electoral activities proceed in a planned sequence without interruption, in accordance with a predetermined calendar of operations. This calendar must take into account information and training needs, in order to enable each particular step in the electoral process to be carried out as efficiently and effectively as possible.

51. Taking into account all factors, it is recommended that registration of voters commence in October 1992 and proceed for three months, discretion being allowed to the Special Representative to extend the period if necessary to ensure that the electoral roll is as complete as possible. Elections should be scheduled for sometime during the period extending from the end of April to the beginning of May 1993. A detailed proposed calendar is contained in annex I to the present document.

C. Military component

1. Functions

52. The Agreement deals with the military aspects of UNTAC's mandate in three sets of provisions. Article 11 of the Agreement provides the general framework; section C of annex 1 to the Agreement enumerates the main functions; and annex 2 contains the detailed provisions regarding the specific undertakings of the Cambodian parties and neighbouring States and the role and activities of the military component of UNTAC.

53. The objectives of the military arrangements during the transitional period are to stabilize the security situation and build confidence among the parties to the conflict. The achievement of these objectives is a necessary precursor to the successful conduct of the functions of the other components and, in particular, the repatriation programme.

54. The main functions of the military component of UNTAC can be grouped into four categories, as follows:

(a) Verification of the withdrawal and non-return of all categories of foreign forces and their arms and equipment;

(b) Supervision of the cease-fire and related measures, including regroupment, cantonment, disarming and demobilization;

(c) Weapons control, including monitoring the cessation of outside military assistance, locating and confiscating caches of weapons and military supplies throughout Cambodia, storing of the arms and equipment of the cantoned and the demobilized military forces;

(d) Assisting with mine-clearance, including training programmes and mine awareness programmes.

55. In addition, under the Agreement, the military component is charged with the task of undertaking investigations, on complaint from one of the parties or on its own, of alleged non-compliance with any of the provisions relating to military arrangements (art. X of annex 2 to the Agreement). It is also called upon to provide assistance in relation to the release of prisoners-of-war (art. XI of annex 2 to the Agreement) and in the repatriation of Cambodian refugees and displaced persons (art. XII of annex 2 to the Agreement).

56. To ensure the smooth carrying out of the military component's responsibilities, the Agreement calls for the establishment of a mixed military working group, on which military representatives of all Cambodian parties are represented. The working group has already been established and is currently functioning under the chairmanship of the Senior Military Liaison Officer of the United Nations Advance Mission in Cambodia (UNAMIC). Once UNTAC has been established, the Commander of the military component of UNTAC,

or his designated representative, would chair the working group. As the scale of UNTAC's activities increases, simila. liaison arrangements would be made at other command levels.

(a) Verification of the withdrawal and non-return of foreign forces

57. As of the entry into force of the Agreement on 23 October 1991, all foreign forces, advisers and military personnel remaining in Cambodia, together with their weapons, ammunition and equipment, were to have been withdrawn from Cambodia. Once the UNTAC military component is deployed, it would have a continuing role in verifying the non-presence and non-return of any foreign forces.

58. This would be accomplished in two ways. First, UNTAC would post military observers at fixed locations where foreign forces would be likely to enter Cambodia. Twenty-four such ingress/egress points have been identified and, subject to further assessment, would be as follows: seven along the border with Thailand, nine along the border with Viet Nam, two along the border with the Lao People's Democratic Republic, one each at the ports of Kompong Som and Phnom Penh and one each at the airports at Phnom Penh, Battambang, Siem Reap and Stung Treng. The military observers manning the fixed stations at these locations would also have responsibility for monitoring the cessation of outside military assistance to the Cambodian parties (see para. 76 below). These teams would report to UNTAC headquarters in Phnom Penh regarding any movement of combatants or arms into Cambodia.

59. Second, UNTAC would deploy mobile monitoring teams of military observers to investigate allegations of the presence of foreign forces. These mobile teams would, at the same time, be charged with the investigation of allegations of other violations of the military provisions of the Agreement.

60. In order to assist it in carrying out its mandate in this area, UNTAC would deploy liaison officers to the capitals of the States neighbouring Cambodia. These liaison officers would have the responsibility for maintaining the necessary contacts between UNTAC and the neighbouring States, with a view to assisting in the discharge of UNTAC's mandate in Cambodia. The liaison officers would carry out their functions with due respect for the sovereignty of the neighbouring States.

(b) Cease-fire and related measures

61. The first phase of the cease-fire entered into effect with the signing of the agreements on 23 October 1991 and the good offices mechanism provided in the Agreement has been in place since 9 November 1991, when UNAMIC was deployed. Upon the deployment of UNTAC, UNAMIC will be absorbed into it and the good offices functions would be continued and expanded.

62. The exact time and date at which the second phase of the cease-fire begins would be determined by the Commander of the military component of UNTAC, in consultation with the parties. UNTAC would supervise, monitor and verify the second phase of the cease-fire.

63. The regroupment, cantonment, disarming and demobilization of the military forces of the Cambodian parties are essential elements both for the cease-fire and for the achievement of the other objectives of UNTAC. Moreover, timely completion of these elements is indispensable if UNTAC is to be able to carry out its mandate in an effective and cost-efficient manner. In this connection, it is noted that paragraph 1 of article V of annex 2 to the Agreement foresees the balanced demobilization of at least 70 per cent of the military forces of the parties prior to the end of the process of registration for the elections and their subsequent total demobilization.

64. In accordance with paragraph 2 of article V of annex 2 to the Agreement the Secretary-General continues to believe that full demobilization of the military forces of the Cambodian parties prior to the end of the process of registration for the elections would enhance the prospects of free and fair elections and enduring peace. It is pointed out further that complete demobilization would greatly enhance efficiency and would produce significant savings in UNTAC's operation by enabling the closure of cantonment areas, the consequent reduction in the number of UNTAC military personnel and the reallocation of resources that would otherwise be required for the continued administration of the cantoned forces. Furthermore, demobilized forces would benefit from vocational retraining under paragraph 3 of article V of annex 2 to the Agreement (see para. 154 below) and would be assisted in their reintegration into Cambodian life as productive citizens and enabled to participate in the electoral process. The Secretary-General therefore strongly urges the Cambodian parties to agree to the complete demobilization of their military forces prior to the end of the election registration process and calls upon the Security Council to join him in so doing.

65. During the visit of the military survey mission to Cambodia in November-December 1991, information provided by the four Cambodian parties revealed that their regular military forces totalled over 200,000, deployed in some 650 separate locations. In addition, militias, totalling some 250,000, operate in almost all villages throughout the country. These forces are armed with over 300,000 weapons of all types and some 80 million rounds of ammunition.

66. While the Agreement provides that all forces of the parties, with their weapons, should be regrouped and cantoned, the magnitude of the forces indicated above would mean that the regroupment and cantonment of all forces, including the militias, would necessitate a massive deployment of UNTAC military personnel for an extended period. It would also entail a serious disruption of the social and economic life of Cambodia, since most of the militia members are engaged in farming and other civilian activities while being organized and armed to protect their communities. In order to achieve economy in the operation of UNTAC and in order not to cripple the economy of Cambodia, practical arrangements have been worked out and agreed to by the parties whereby the militia forces would not be physically cantoned but would be disarmed in the following manner. The members of the militia forces would report to the nearest local headquarters (to be designated by UNTAC) in order to hand over their weapons to UNTAC. UNTAC would collect all weapons and transfer them to more secure centralized locations.

67. With respect to the regrouping and cantonment of the regular forces of the four parties, the military survey mission obtained the acceptance by the respective commanders-in-chief of the forces of the Cambodian parties to reduce the number of regroupment areas from their desired total of 325 to 95 and the number of cantonment areas from their desired total of 317 to 52. This reduction is expected significantly to enhance efficiency and economy in carrying out this task of the UNTAC military component. The 95 regroupment areas and 52 cantonment areas would comprise the following:

(a) 48 regroupment areas and 33 cantonments for the Cambodian People's Armed Forces;

(b) 30 regroupment areas and 10 cantonments for the National Army of Democratic Kampuchea;

(c) 8 regroupment areas and 6 cantonments for the Khmer People's National Liberation Armed Forces;

(d) 9 regroupment areas and 3 cantonments for the National Army of Independent Kampuchea.

68. Soon after the start of phase two of the cease-fire, regroupment of forces would begin and, as agreed by the Cambodian parties and in accordance with the timetable to be drawn up by the Commander of the military component of UNTAC, would proceed on a simultaneous basis country-wide. The regrouped forces would then proceed with their commanders to the designated cantonment areas. The forces of the four Cambodian parties would use separate regroupment and cantonment areas. The four parties are expected to produce all troops, weapons, ammunition and equipment declared by them. There would be no demobilization of regular forces by any of the parties without the supervision of UNTAC. When the Commander of the military component of UNTAC has satisfied himself that proper account has been rendered by all parties, the demobilization process would begin and be conducted according to the timetable to be drawn up by UNTAC in consultation with the parties.

69. The naval forces of the Cambodian People's Armed Forces comprise a maritime branch and a riverine branch, totalling some 4,000 and equipped with 18 naval and 38 riverine vessels. These naval forces would be regrouped and cantoned in the same manner as the regular land forces, except that a limited number would be retained to patrol coastal and riverine areas, under the close supervision and control of UNTAC (see para. 76 below).

70. In addition, engineer and logistic units, although they would be regrouped and cantoned in the same manner as other units of the regular forces, would be subject to special arrangements in view of their role in the Cambodian demining programme as well as in supplying and supporting the cantoned forces.

71. These special arrangements for the retention of some naval units, as well as engineer and logistic units, would reduce the number of UNTAC military personnel who would otherwise be required. These retained units would be counted as part of the up to 30 per cent of forces that might be kept at the end of the demobilization to be completed prior to the end of the process of registration for the elections.

72. The Ministry of Defence and its personnel located in Phnom Penh would also require special arrangements as far as the regroupment and cantonment processes are concerned. Since Phnom Penh will be the hub of all political activity in the country, every effort must be made to ensure that the Ministry of Defence and its military personnel there do not constitute and are not seen to pose a threat to any of the parties. At the same time, it would be necessary to allow the Ministry of Defence as well as the command groups of the forces of the other three parties to continue to exercise command of and provide support to the troops being regrouped and cantoned in the field under UNTAC supervision.

73. In order to reconcile these conflicting requirements as far as military personnel in Phnom Penh are concerned, the Commander of the military component of UNTAC would, before the start of the second phase of the cease-fire and in consultation with the appropriate military authorities, select a number of locations in and around Phnom Penh and draw up a timetable for the regroupment and cantonment of the military personnel deployed in the Phnom Penh area. All such personnel would be required to report to one of these locations in accordance with the timetable. Commanders of the various departments and units of the Ministry would be required to account for all military personnel, arms, ammunition and equipment under their command. In accordance with the provisions of the Agreement, all such arms, ammunition and equipment would be placed in the custody of UNTAC. On completion of the accounting process, all those involved in command and providing essential logistic and support services to the troops cantoned in the field would be allowed to resume their functions under the control and supervision of UNTAC.

74. The specific tasks which the military component would need to perform in relation to the regroupment and cantonment processes are as follows:

(a) Ensuring the demining of envisaged regroupment and cantonment areas, as necessary;

(b) Establishing the regroupment and cantonment areas and supervising their operation;

(c) Recording and verifying numbers of personnel of the military forces of the Cambodian parties and escorting them from the regroupment to the cantonment areas;

(d) Ensuring that all of the military forces are cantoned and disarmed;

(e) Monitoring and supervising the cantonments;

(f) Implementing a phased demobilization of 70 per cent (or more, if possible) of the cantoned forces prior to the end of the process of registration for the elections, as well as their subsequent demobilization in accordance with an agreed schedule.

75. In the regroupment and cantonment processes, the possible need to assist the parties with transporting their personnel to the regroupment areas, constructing shelters to accommodate the cantoned troops and resupplying or feeding them might require special attention. UNTAC may be required in particular to provide food. The UNTAC rehabilitation component would also play a role in vocational retraining and reintegration of the demobilized forces (see para. 154 below).

(c) Weapons control

76. The UNTAC military component would have ongoing duties to monitor the cessation of outside military assistance. This would be accomplished in part through the manning of fixed posts at ingress/egress points, as discussed above, and in part through the monitoring and investigative activities of the mobile teams, also discussed above. The naval unit within the military component would supervise the patrolling of coastal areas and inland waterways by the retained units of the naval forces (see paras. 69 and 71 above). In addition, UNTAC military liaison officers stationed in neighbouring States would support activities in this area of UNTAC's mandate (see para. 60 above).

77. UNTAC mobile teams of engineers would be responsible for promptly investigating reports of caches of weapons and military supplies inside Cambodia. Any such caches found would be confiscated and destroyed.

78. Reduction and control of weapons in Cambodia is a major element of the cease-fire and related measures. The military component would undertake the following sequence of activities:

(a) Disarming the militia;

(b) Ensuring that all of the cantoned military forces are disarmed and that no weapons, ammunition or equipment is subsequently brought into the cantonments;

(c) Ensuring that all of the reported arms, ammunition and equipment are placed under UNTAC custody;

(d) Once in custody, ensuring that the arms, ammunition and equipment are secure;

(e) Implementing a phased reduction of the arms, ammunition and equipment held in custody at the cantonments and their progressive transfer to designated areas, in keeping with the phased demobilization of the forces, and ensuring their security during the transfer process.

79. In order to accomplish these tasks, secure facilities would be established at the 52 cantonment areas, where the weapons, ammunition and equipment of the forces would be deposited into UNTAC custody. This number may be reduced over time as the demobilization process proceeds and cantonment areas are consolidated or closed.

(d) Mine programmes

80. In accordance with the mandate provided to it by the Security Council on 16 October 1991, and expanded on 8 January 1992 (see resolution 728 (1992)), UNAMIC is already charged with the task of undertaking mine-awareness, mine-recording and marking and mine-clearance training programmes, as well as providing assistance in mine-clearance itself. Once UNTAC is established and deployed, these programmes will be taker over by its military component and expanded. Continuation and management of these programmes would be entrusted to the engineer unit within the military component. The magnitude of the mine problem in Cambodia requires that a sizeable and intense effort should be undertaken in the very early stages to facilitate UNTAC's deployment and its manifold activities.

2. Factors that would affect the execution of tasks of the military component

81. In order to carry out the above tasks, the military component of UNTAC would need to be assured that all the Cambodian parties will scrupulously fulfil the commitments they have made in signing the agreements and will extend full cooperation to UNTAC at all times. The military component would need to have full freedom of movement and communication and other rights and facilities that would be necessary for the performance of its tasks.

82. Given the scale and complexity of its tasks and the sense of distrust that the belligerents continue to harbour about each other's intentions, it is essential that the military component of UNTAC should be provided with the personnel and resources to enable it to establish immediately an effective and credible presence.

83. In broad terms UNTAC's military component would need to canton about 200,000 soldiers, disarm about 450,000 soldiers (including militia), secure more than 300,000 weapons of various types, and monitor the security of the borders and territorial waters of Cambodia. At the same time, it would have to establish a nationwide mine-training programme of unprecedented proportions and assist with mine-clearance. Its logistic elements would also be required to provide support to the other components of UNTAC, in an integrated support system.

84. The effective execution of these enormous tasks as well as the rate at which they can proceed depends upon the timely availability of resources and the capacity of the infrastructure, including roads, airfields, ports, fuel supply, power supply, communications, warehousing space and personnel

accommodation, as well as the necessary repair and maintenance capacities. Taking into account the state of the existing infrastructure in Cambodia, it would be essential for a sizeable and concerted engineering effort to be deployed urgently to restore basic infrastructure before the onset of the rainy season in May.

3. Structure, operation and calendar

85. Based on the recent reconnaissance on the ground and information obtained from the parties, it is considered that the military component of UNTAC would require a strength of about 15,900 all ranks to carry out the assigned tasks. This will consist of:

(a) Force headquarters and sector headquarters staff of 204;

(b) Military observer group of 485;

(c) An infantry element of 10,200, consisting of 12 enlarged infantry battalions of 850 (all ranks) each;

(d) An engineer element of 2,230 (all ranks);

(e) An air support group of 326 (all ranks) to operate and maintain 10 fixed-wing aircraft (2 communication and liaison aircraft, 4 short take-off and landing aircraft and 4 heavy transport aircraft) and 26 helicopters (2 heavy transport, 6 medium and 18 utility helicopters);

(f) A signals unit of 582 (all ranks);

(g) A medical unit of 541 (all ranks);

(h) A composite military police company of 160 (all ranks);

(i) A logistic battalion of 872 (all ranks);

(j) A naval element of 376 (all ratings) to operate 6 sea patrol boats, 9 river patrol boats, 3 landing craft and 12 special boats (LFPB). All the craft, except the 12 special boats, will be provided by Cambodia.

The numbers indicated represent the total UNTAC requirements and include those personnel and equipment already deployed or planned for UNAMIC.

86. In making this assessment of the resources required, account has been taken of the specific geographic and economic conditions prevailing in Cambodia. These include, in particular, the varied nature of the topography and vegetation, climatic conditions, the nature of warfare which has been waged and the disposition of the forces of the parties and, above all, the degradation or non-existence of infrastructure. All these factors individually or collectively affect the resources required to enable the UNTAC

military component to carry out effectively the tasks assigned to it under the Agreement. UNTAC, with its civilian and military components, would have an integrated logistic support system. While the signals unit and medical unit identified above would probably be adequate to support UNTAC as a whole, the air support group, logistics elements and engineers may need to be strengthened to support the various civil components.

4. Concept of operations

87. Annex 2 to the Agreement describes in some detail the modus operandi of the military component of UNTAC and the general time-frame by which important aspects of its tasks should be accomplished. The concept of operations of the military component of UNTAC has been elaborated under the four major functions discussed in paragraphs 57 to 80 above. Additional considerations that apply to the operations of the military component are discussed below.

88. As already noted, UNAMIC will be absorbed into UNTAC on the establishment of the latter. Some of the military staff officers deployed in UNAMIC headquarters are carrying out detailed planning in the field regarding the deployment of UNTAC. It is planned to deploy the military component of UNTAC progressively (see annex II to the present report), starting with the early deployment of essential engineer units to continue and expand the mine programme and to undertake rehabilitation of vital infrastructure, followed by the arrival of logistic units to establish a firm logistic base for UNTAC. This process would culminate in the deployment of almost all the remaining military personnel by one week prior to the start of the second phase of the cease-fire. The bulk of these latter personnel would be deployed at the designated regroupment and cantonment areas of the forces of the parties. At the same time other military personnel of UNTAC would be deployed at other locations, mainly the ingress/egress points:

(a) To verify withdrawal from Cambodia and non-return of all categories of foreign forces;

(b) To monitor the cessation of outside military assistance to the Cambodian parties;

(c) To carry out all the other tasks assigned to it under the Agreement.

The peak strength of the military component would be reached prior to the regroupment and cantonment exercise and last for a period not exceeding six months.

89. As the demobilization of forces proceeds, a progressive reduction of the strength of UNTAC military personnel engaged in the regroupment and cantonment process can be anticipated, with the numbers of military observers and infantry personnel being reduced to approximately 330 and 5,100 respectively soon after the completion of the demobilization process. However, the sizes of the signals unit, air support group, engineer element and logistics and

medical units would probably not change significantly, as their services would continue to be required by the other components of UNTAC throughout this period. Following election day, it may be possible to reduce considerably the size of each of the elements of the military component. Phased deployment geared to the tasks to be performed would allow for maximum economy in this aspect of the operation.

5. Proposed organization and deployment

90. To carry out its assigned tasks effectively, the following organization and deployment for the military component of UNTAC is envisaged. Force headquarters would be located at Phnom Penh. For operational purposes, Cambodia would be divided into nine sectors. Each sector would have its share of infantry personnel and military observers and would be supported by appropriate engineer, aviation, signal, medical and logistic sub-units. In seven of the sectors, one battalion each would be deployed. Two of the sectors, where two battalions each would be deployed, would require the establishment of a separate sector headquarters. The proposed deployment and a summary of tasks to be performed by each element of the force are outlined below.

(a) Headquarters. A total of 204 officers, drawn from contingents contributed to UNTAC, would be required to man the force headquarters and two sector headquarters. The force headquarters would comprise the traditional branches of military staff of an operational-level headquarters;

(b) Infantry battalions. Twelve self-sufficient battalions (850 all ranks each) capable of supporting themselves for at least 60 days without resupply would be fielded. These must have their integral first-line and second-line support in all respects. The units would be responsible for, among other things:

(i) Establishment and manning of 95 regroupment and 52 cantonment areas around the country;

(ii) Escort of about 200,000 troops from regroupment to cantonment areas;

(iii) Disarming of about 450,000 troops (including the militia);

(iv) Escort of about 92,000 weapons and a large quantity of ammunition belonging to the militias from subdistrict and district headquarters to more secure and centralized facilities at the provincial level;

(v) Custody of about 300,000 weapons and some 80 million rounds of ammunition of different types and calibre and a large amount of equipment of the parties at some 52 locations around the country throughout the transitional period;

(vi) Monitoring of cessation of outside military assistance to the troops deployed in the cantonment areas;

(vii) Provision of protection at reception centres of Cambodian refugees and displaced persons;

(viii) Supervision of the resupply of all forces of the parties during the regroupment and cantonment process;

(c) Military observers. A total of 485 military observers would be responsible, among other things, for:

(i) Physically checking the number of troops that report to each cantonment area and all the weapons turned in at each cantonment area to ensure that these numbers agree with data previously reported for each unit by the parties;

(ii) Supervising the demobilization process;

(iii) Establishing a number of verification teams, which would investigate, upon complaints received from the parties or on their own, allegations of non-compliance with any of the provisions of annex 2 to the Agreement;

(iv) Establishing check-points along routes and at selected locations along the Cambodian side of the border as well as at airfields and ports inside Cambodia to monitor cessation of outside military assistance to all Cambodian parties and to verify the withdrawal from Cambodia and non-return of all categories of foreign forces;

(v) Establishing a liaison office in each of the capitals of the States neighbouring Cambodia, namely, the Lao People's Democratic Republic, Thailand and Viet Nam (see para. 60 above);

(d) Signals unit. A total of 582 (all ranks) would be deployed throughout the mission area. This unit would be responsible for the establishment of the force communication net, including ground-to-air communications. In addition, in coordination with civilian communications staff, the unit would assist with the provision of communication to the civilian components of UNTAC;

(e) Engineer unit. An engineer element of 2,230 (all ranks) would be responsible, among other things, for:

(i) Continuation and expansion of the mine programme already established by UNAMIC, namely:

a. Conduct of mass education programme in the recognition and avoidance of explosive ordnance devices;

b. Training of Cambodian volunteers to dispose of unexploded ordnance devices;

c. Rendering of assistance with mine-clearing;

(ii) Disposal of unexploded ordnance devices and destruction of arm caches;

(iii) Provision of assistance to infantry battalions with all engineer tasks beyond the capacity of organic unit engineers; these tasks, for organic and engineer units, would include water-purification, site preparation for, erection and repair of accommodation and minor maintenance of tracks and roads. In addition, the engineer unit might need to repair and improve airfields, helicopter landing sites, ports, etc.;

(f) Air support group. A total of 326 (all ranks) would operate and maintain 10 fixed-wing aircraft and 26 helicopters (see para. 85 above). The air support group would be responsible for providing support to all components of UNTAC. This would include reconnaissance tasks, troop technical support, logistic support and overall air support to the civilian component;

(g) Naval unit. A total of 376 (all ratings) would be responsible for:

(i) Patrolling the coastal and inland waterways of Cambodia to monitor cessation of outside military assistance to all Cambodian parties;

(ii) Discharging all duties relating to the regroupment, cantonment and demobilization of the naval forces;

(h) Logistic battalion. A total of 872 (all ranks) would provide logistic support to the military component and assist the civilian component as required;

(i) Medical unit. A total of 541 (all ranks) would provide medical support to all components of UNTAC;

(j) Military police company. This would be a composite unit comprising a total of 160 (all ranks) to be drawn from the Member States contributing formed units to UNTAC.

6. Calendar

91. In order to ensure that all aspects of the military mandate can be fulfilled in a timely manner, taking into account UNTAC's other responsibilities, it is recommended that full deployment of the military component be accomplished by the end of May 1992. The regroupment and cantonment processes, as well as the demobilization of at least 70 per cent of the cantoned forces, should be completed by the end of September 1992. A proposed schedule of deployment of UNTAC military component is attached in annex II to the present document.

D. Civil administration component

1. Functions

92. Article 6 of the Agreement contains the general provisions governing UNTAC's mandate in civil administration. In this article, it is stipulated that the objective is to "ensure a neutral political environment conducive to free and fair general elections". The specific framework within which UNTAC is to carry out its civil administration mandate is provided in section B of annex 1 to the Agreement.

93. In accordance with the Agreement, UNTAC would have three levels of interaction with the agencies, bodies and offices of the existing administrative structures in all parts of Cambodia. However, the difficulties of following a rigidly segmented approach should be noted, as it is exceedingly problematic in practice to classify a particular administrative act as falling exclusively within one level of activity. Rather, the overall consideration should be the level of interaction which would be required to ensure that the objectives of article 6 are fulfilled, without contravening the terms of the Agreement. In other words, flexibility should be applied, with UNTAC reserving the possibility of making a final determination as to the level of interaction, in consultation with the Supreme National Council as circumstances warrant. It is assumed, for these purposes, that all of Cambodia's administrative functions would be carried out inside the country during the period of UNTAC's presence. If it is found that this is not in fact the case, it will be necessary for UNTAC to take the steps required to ensure that its mandate is fulfilled.

94. The first level of interaction is "direct control", as provided in section B, paragraph 1, of annex 1 to the Agreement, which is to be exercised "as necessary to ensure strict neutrality". Five fields for scrutiny are identified, namely foreign affairs, national defence, finance, public security and information. It is the United Nations alone that has the responsibility for determining what will be necessary in these fields, in both the identification of agencies, bodies and offices and in the implementation of its mandate. In this respect, a functional analysis will yield an identification of the existing administrative structures concerned. However, the application of the functional approach reveals that there are sometimes overlaps between the five areas indicated in the Agreement. Flexibility should accordingly be maintained.

95. In terms of implementation, UNTAC would rely upon codes of conduct and guidelines for management, especially regarding ethical conduct, measures to counter corruption, measures to ensure non-discrimination and other principles of accountability. Specific discipline-related directives and guidelines would be provided, as appropriate. In addition, UNTAC has been accorded the right to issue binding directives on an ad hoc basis, as necessary.

96. In the area of foreign affairs, the main concerns relate to the issuance of passports and visas, the receipt and distribution of foreign assistance and other important aspects relating to foreign policy. In relation to the first

concern, each of the Cambodian parties is issuing or has issued Cambodian travel documents and/or visas. In addition, the Supreme National Council has announced that it will do the same. UNTAC foreign affairs liaison officers would have to be present at the sites where decisions are taken regarding the issuance and honouring of passports and visas, to ensure the proper (non-discriminatory) formulation and application of policies and procedures. In relation to the second concern, UNTAC's mandate in foreign affairs would be carried out in close collaboration with UNTAC liaison staff exercising direct control over the area of finance. In relation to the third concern, UNTAC would exercise general scrutiny to ensure that the objectives and purposes of the Agreement were not transgressed in the execution of foreign policy by the existing administrative structures and would rely heavily upon its complaints and investigation mechanism for this purpose.

97. In the areas of national defence, UNTAC's role under its civil administration mandate would be carried out in close collaboration with the work of the military component. Its mandate under section B of annex 1 to the Agreement would, however, require UNTAC to exercise scrutiny over the military structures of the Cambodian parties from an administrative point of view. In this connection, UNTAC's functions in the areas of finance and foreign affairs would also be implicated, in the former with respect to military expenditures, and in the latter bearing in mind the Agreement concerning the Sovereignty, Independence, Territorial Integrity and Inviolability, Neutrality and National Unity of Cambodia. 3/

98. In the area of finance, the fiscal policy and allocation/utilization of funds have important political connotations, as politically motivated changes or aberrations in their application could have adverse effects on the electoral process. A functional analysis reveals that control over planning, comprising allocation of resources and budgeting, is required. The budgeting process has a significant political dimension, for the budget is the instrument whereby various administrative functions are funded. The formulation of budget priorities will therefore entail decisions that may have a direct impact upon the electoral process. Similarly, the systems of accounting for expenditures should indicate correlation with the priorities identified.

99. Areas of finance over which scrutiny is called for also include banking, customs, the release and utilization of funds and commodities, taxation, public enterprises and wage and salary policies, the manipulation of any of which could affect strict neutrality. Financial operational guidelines would be provided to the existing administrative structures at all levels. The presence of UNTAC finance liaison officers would be required at the central and provincial levels. In addition, as in the other areas of scrutiny, reliance would be placed upon the complaints and investigation mechanism for detecting violations at lower levels.

100. In the area of public security, the maintenance of law and order is the key not only to the creation of a neutral political environment in which all Cambodians may exercise their political rights to participate in the electoral

process but also to the effective implementation by UNTAC of all aspects of its mandate. In other words, in order to ensure the success of the transitional arrangements, UNTAC must be able to work as a partner with all of the existing administrative structures charged with public security.

101. In addition to the activities of the UNTAC civil police component vis-à-vis the local police forces at all levels, the presence of UNTAC administrative liaison staff would be required in the agencies, bodies and offices dealing with public security at the highest levels. Since the maintenance of law and order is the responsibility of the Cambodian police forces, UNTAC's functions would include ensuring that public security policy is formulated in a manner consistent with, and meet the needs of, the objectives and purposes of the Agreement. Similarly, execution of policy, administration and coordination should be followed closely by UNTAC staff.

102. Notwithstanding the primary importance of the effective maintenance of law and order, as narrowly defined, a broader view of functions in the field of public security must be taken to embrace the protection of other fundamental freedoms. A consistent and integrated reading of the Agreement would reveal that UNTAC's scrutiny should encompass functions to ensure human rights and the effective redress of grievances. This aspect of UNTAC's mandate is reinforced in paragraph 5 (b) of section B of annex 1 to the Agreement, which calls for UNTAC supervision of all law enforcement and judicial processes. It would entail principally the provision of codes of conduct, directives and training, although an UNTAC liaison presence is also envisaged.

103. In addition, the proper and effective application of the law requires the prior existence and knowledge of the law. Hence, as an immediate step, an examination of the law should be initiated by UNTAC to determine, first, what the law is and, second, that it is in all cases consistent with not only the letter of, but also the objectives and purposes of, the Agreement. Such an exercise is consistent with paragraph 3 (b) of section D of annex 1 to the Agreement, which calls for a review of Cambodian law.

104. In the area of information, there is a very close interrelationship between UNTAC's responsibilities of direct control and its activities in the area of dissemination of information, civic education and the elections. The direct-control aspect would include monitoring of the information sector and ensuring fair access to it and the other aspects would include utilizing the information sector and complementing existing information channels as necessary. The supervision and monitoring functions would include reviewing printed and broadcast materials (radio and television), vetting public statements and generally ensuring that publicity or information dissemination by the parties satisfies the stipulations of the Agreement and of the appropriate codes of conduct and guidelines (including the electoral code of conduct). The placement of UNTAC liaison officers in all information structures, at the central, provincial and lower levels, is envisaged.

105. It would be essential for UNTAC to have its "finger on the pulse" of the Cambodian information sector, a task which would be greatly complicated by language concerns and the paucity of facilities and supporting infrastructures in the country. In this connection, it should be noted that UNTAC's scrutiny must extend to all sources of information, since it is not possible to limit the flow of information territorially. Given the paramount importance of information in the maintenance of law and order, the protection of human rights and the conduct of free and fair elections, very high priority must be placed upon UNTAC's needs in this area.

106. For those areas not identified in article 6 of the Agreement, paragraphs 2 and 3 of section B of annex 1 to the Agreement direct UNTAC to enter into consultations with the Supreme National Council for the purpose of identifying those administrative structures that could influence the outcome of the elections and over which a lesser degree of scrutiny would be exercised. For example, the education, communications and health sectors may fall within this category. It is noted that, in some cases, UNTAC human rights liaison or rehabilitation staff may already be involved in these sectors, in which case they would be called upon to also exercise scrutiny under the civil administration mandate.

107. While some UNTAC liaison presence may be warranted in certain areas, subject to the outcome of the consultations with the Supreme National Council, reliance would be placed upon the use of codes of conduct and guidelines, as well as upon the complaints and investigation mechanism foreseen in paragraph 6 of section B of annex 1 to the Agreement. In connection with the codes of conduct and guidelines, training would be extended to Cambodian administrative personnel in order to ensure that those instruments are understood and observed, thus reducing the need for UNTAC intervention in the long run.

108. In connection with the complaints mechanism, the Agreement permits UNTAC to take corrective action, as appropriate. Complaint and investigation procedures should be commenced at the appropriate (field) level pertaining to the area of administration concerned, where the appropriate UNTAC liaison personnel would try to resolve the problem. Should this not prove possible, for whatever reason, UNTAC headquarters complaints personnel would be seized of the matter. The complaints personnel would also be charged with monitoring the progress and disposition of all complaints, to enable an ongoing assessment of the political climate and the detection of any patterns of violations which may become apparent.

2. Structure

109. The overall direction and implementation of UNTAC's mandate in civil administration would lie with the Special Representative of the Secretary-General. Offices would be established to deal with each of the five areas identified for direct control, one for those other areas that may require a lesser degree of scrutiny, one for training and one for complaints and investigation. The close interrelationship between certain of UNTAC's

civil administration responsibilities and its other activities, notably those of the human rights, the civil police, the electoral and the rehabilitation components, as well as UNTAC's other information activities, necessitate a high degree of cooperation and collaboration among UNTAC's operational staff.

110. Twenty-one provincial offices would be established at provincial and municipal centres, parallelling the existing structures in the country. At each provincial office, five to seven international staff would be assigned duties under the civil administration mandate, in addition to other related duties, as appropriate. For example, a staff member performing supervision or control of information may also have responsibilities relating to dissemination of UNTAC information and human rights.

111. It is also foreseen that there will be about 200 subprovincial offices, located mostly at the district level and operating mostly in the areas of public security (civil police) and information, although other functions for these offices may be warranted in certain cases. In areas other than public security, the subprovincial offices will rely mainly, although not exclusively, upon locally recruited staff.

E. Police component

1. Public order considerations

112. Paragraph 5 (a) of section B of annex 1 to the Agreement stipulates that, after consultation with the Cambodian parties, the Special Representative will determine those civil police necessary to perform law enforcement in Cambodia. The responsibility for management of the police forces would continue to rest with the Cambodian Parties. However, paragraph 5 (b) provides that the civil police will operate under UNTAC supervision or control, in order to ensure that law and order are maintained effectively and impartially, and that human rights and fundamental freedoms are fully protected.

113. The number of Cambodian civil police, their deployment and the degree of supervision and control that may be required will depend on the law and order situation that may exist during the transitional period. In this respect, there are a number of factors to be taken into account. There has reportedly been no arms control and it would appear that there are a considerable number of weapons in "non-official" hands all over the country. Moreover, the demobilization of the armed forces would release a considerable number of persons whose only skills relate to the handling of weapons. All of these factors may result in deterioration of the law and order situation, with an increase in brigandage, robbery, violence and theft, although the vocational retraining programme, which is recommended in accordance with article V, paragraph 3 of annex 2 to the Agreement, would be likely to mitigate the risks to society. It should be noted, in this context, that electoral processes are inherently antagonistic in nature, which could stretch the existing public order machinery.

114. The initial assessment of the strength of the existing civil police indicates that there are a total of over 47,000 police personnel of the Cambodian People's Party. The Cambodian People's Party police force includes border police, traffic police, maritime and riverine police, customs police, security guards and other specialized police. No distinction is made by the Cambodian People's Party between administrative personnel who perform duties in the public security agencies and the patrolmen charged with the maintenance of law and order in the field, all of whom figure in the reported strength of the police forces. However, the former would be subject to direct control by UNTAC public security liaison officers under the civil administration mandate, while the latter would be supervised or controlled by UNTAC civilian police monitors.

115. At the provincial level and below, the Cambodian People's Party police forces number around 40,000 men, with about one third at the provincial and about two thirds at the district and commune levels. The Cambodian People's Party maintains 1,147 "administrative police posts", whose jurisdiction is usually a commune or group of villages. In addition, 84 border posts are maintained by the Cambodian People's Party, of which 83 are along the Vietnamese border and one is along the border with Thailand.

116. The "A-3" forces of the Cambodian People's Party have reportedly been disbanded and allocated to the administrative police posts. However, it would appear that these forces could be reconstituted at short notice. Continuous monitoring of the structure of the internal security forces would, therefore, be necessary.

117. The strength of the civil police force of the Party of Democratic Kampuchea is reportedly over 9,000 men, most of whom are evidently in the field, with the strengths of the units varying from 12 to 60 depending on the size of the village. The Party of Democratic Kampuchea police force also controls four points along the Thai border. The Party of Democratic Kampuchea police force is scarcely distinguishable from the military forces.

118. Though there is no formal civil police structure under the control of the United National Front for an Independent, Neutral, Peaceful and Cooperative Cambodia, it would appear that there is a small force of around 150 military police in the areas controlled by this party. Similarly, although there is no formal Khmer People's National Liberation Front (KPNLF) civil police structure, it would appear that there is a small force of some 400 military police in the areas controlled by the Khmer People's National Liberation Front.

119. The strength of the civil police that each Party may retain during the transitional period would have to be determined bearing in mind the law and order situation, local security requirements during the elections, the undesirability of excessive disbanding of existing police forces and the ability of UNTAC civilian police monitors to supervise and control a large force spread all over the country. Taking rough population estimates, it is possible to determine a reasonable ratio of Cambodian police responsible for

the maintenance of law and order per person. Special circumstances are present in Cambodia, such as lack of roads and communications facilities, as well as the need to maintain law and order effectively throughout the transitional period.

120. On a comparative basis and subject to further verification, it is assessed that the strength of the civil police in the area controlled by the United National Front for an Independent, Neutral, Peaceful and Cooperative Cambodia should be around 1,700 men and in the area controlled by KPNLF around 1,000 men. The strength of the police force in the Party of Democratic Kampuchea of over 9,000 men, in comparison, would appear high; subject to further verification, a strength of about 5,000 men would seem sufficient. Further consideration of these levels would be undertaken only after investigation of the situation on the ground, including location and accessibility of the villages, population density and distribution, convenient points of location of supervisory personnel and an assessment of the law and order situation.

121. The United National Front for an Independent, Neutral, Peaceful and Cooperative Cambodia and the Khmer People's National Liberation Front would have to constitute police forces, while the Party of Democratic Kampuchea force would have to be reorganized as a civil police force. The UNTAC civilian police personnel deployed in the areas controlled by these parties could be actively associated with this process. Guidelines for recruitment, reorganization and training could be formulated in consultation with UNTAC; however the costs of recruitment would have to be borne by the parties themselves.

122. The total number of Cambodian civil police that UNTAC civilian police monitors are expected to be responsible for supervising would be some 50,000, subject to further verification. The total number of police posts or stations in the field is estimated to be about 1,500. Policing of the waterways and the coast should be envisaged. The strengthening of the local coastal police should be considered in greater detail, bearing in mind the requirements for customs control along the coast.

123. With the deployment of senior UNTAC civilian police staff, a more detailed study would be carried out, including further investigation of the existing structures, strength, arms and equipment, and deployments of the civil police forces of all of the parties. Such a study is required in order to ensure that, during the transitional period, the maintenance of law and order, and its supervision, are adequate and effective.

2. Functions

124. The main function of the UNTAC civilian police monitors is provided in section B, paragraph 5 (b) of annex 1 to the Agreement, i.e. to supervise or control the local civil police in order to ensure that law and order are maintained effectively and impartially, and that human rights and fundamental freedoms are fully protected. In order to do so effectively, UNTAC civilian

police monitors must be deployed in the field down to the district levels. They will be required to be mobile so that they can cover the subdistrict level. Their activities will focus upon the activities of the local civil police functioning out of the existing or established police posts or stations.

125. The civilian police monitors at both the provincial and the district levels would have to tour their jurisdictions continuously in order to ensure that the local police are functioning in the desired manner. This would also enhance public confidence and help in fostering an atmosphere conducive to free and fair elections. This touring would be an effective way of gathering information on the situation at the commune and village levels. In this connection, the establishment of frequent contact with village leaders would be useful, for they are reportedly the principal agents for the maintenance of law and order at the village level at present.

126. To assist the UNTAC monitors in carrying out their functions, use will be made as appropriate of codes of conduct and other operational guidelines developed by the United Nations. As the functions that the local police personnel had been called upon to perform in the past may have had a political character that would no longer be appropriate in the transitional period, orientation and training courses should be organized for all levels of the existing police hierarchy, in order to ensure an understanding of the role of UNTAC and an appreciation of the functions that the local police would be called upon to perform. In particular, it would be necessary to familiarize local police personnel with the concepts of human rights and fundamental freedoms, with the provisions of specific codes of conduct and with the manner in which these should be respected and implemented.

127. Although the main function of the UNTAC civilian police monitors would be to control and supervise the Cambodian police forces, they would also need to assume other responsibilities relating to the elections and to security requirements within UNTAC itself. Some of the security functions may necessitate the full-time assignment of UNTAC civilian police or may require civilian police monitors to play a dual role in the exercise of their functions, especially in connection with the electoral processes.

3. Structure

128. The structure of the UNTAC civilian police component would include a policy and management unit at headquarters, 21 units at the provincial level and 200 district-level units. There would be a total of about 3,600 UNTAC civilian police monitors.

129. The headquarters composition would include a monitoring unit for carrying out inquiries as necessary, for emergency liaison with the UNTAC units in the field and for similar duties as may be assigned to it. Specific decisions regarding deployment away from headquarters, especially at subprovincial levels, would depend upon an assessment on the spot of public order needs.

Considerations in this regard may include not only UNTAC's ability to discharge responsibilities efficiently and effectively but also factors related to instilling confidence in the public. Priority in deployment would be given, however, to areas in which Cambodian refugees and displaced persons have been resettled.

130. The UNTAC civilian police personnel at the provincial level would be called upon to guide and supervise the UNTAC monitors at the district levels and below, to control and supervise the local civil police at the provincial level and to respond to emergency situations. The continuous monitoring and reporting of the law and order situation would be the responsibility of the provincial level.

131. The UNTAC civilian police monitors at the subprovincial level would be called upon to supervise and coordinate the activities of the local civil police in the field. The 200 district-level UNTAC units would consist of mobile teams. The tasks of the mobile teams would include touring the district regularly and periodically visiting the local police posts and stations, for the purpose of ensuring that law and order are maintained impartially and effectively. In order to ensure adequate supervision, one team, consisting of two UNTAC police officials, should be assigned to each police post or station. Based on the estimate of 1,500 police posts or stations, a total of 3,000 UNTAC civilian police monitors in the field would be required. This would give an estimated ratio of one UNTAC police monitor in the field to approximately 15 local civil police, or one UNTAC police monitor to approximately 3,000 Cambodians.

F. Repatriation component

132. Article 20 of the Agreement provides that all Cambodian refugees and displaced persons shall have the right to return to Cambodia and to live in safety, security and dignity, free from intimidation or coercion of any kind, and that their repatriation in conditions of safety and dignity should be facilitated under the overall authority of the Special Representative and as an integral part of UNTAC. It is noted in annex 4 to the Agreement that the repatriation and resettlement processes will entail an inter-agency effort. Paragraph 9 of that annex reaffirms the Secretary-General's designation of the Office of the United Nations High Commissioner for Refugees (UNHCR) as the lead agency in this respect.

133. Annex 4 to the Agreement provides the framework within which the repatriation and resettlement processes will be undertaken. In particular, it is stipulated that Cambodians must return to their homeland voluntarily, that they should be allowed to return to the place of their choice and that their human rights and fundamental freedoms must be fully respected. The fulfilment of these conditions has important implications for UNTAC's information programmes.

134. Paragraph 12 of annex 4 notes that, in ensuring that conditions of security are created for the movement of refugees and displaced persons, appropriate border crossing-points and routes must be designated and cleared of mines and other hazards.

135. Based on guidelines provided in that annex, UNHCR signed a memorandum of understanding with the Royal Thai Government and the Supreme National Council on 21 November 1991. The memorandum defines the modalities of cooperation on all aspects of the repatriation operation.

136. UNHCR has determined that there are more than 360,000 potential returnees, of whom over 90 per cent are under the age of 45 and almost half under the age of 15 years. The population is divided almost equally by gender and the family unit consists, on average, of 4.4 persons. There is a high rate of illiteracy, and most of the potential returnees were originally farmers, 60 per cent of whom came from the Cambodian provinces along the border with Thailand. Over two thirds of the population has lived in the camps along the Thai border for over 10 years. Of the total population, around 90 per cent are expected to elect to return to Cambodia under United Nations auspices, with the rest returning spontaneously.

137. The following objectives have been set for the repatriation and resettlement of the refugees and displaced persons from the camps along the Thai border:

(a) The organized repatriation of the refugees and displaced persons within a nine-month period;

(b) The identification and provision of agricultural and settlement land, installation assistance and food for an average of one year for up to 360,000 returnees. Depending on the experience gained, this period could be extended up to 18 months, notably through introduction of food-for-work projects;

(c) The provision of installation assistance and food for up to 12 months for up to 30,000 "spontaneous" returnees;

(d) The provision of limited reintegration assistance for up to 360,000 returnees and upgrading of services in returnee-concentrated areas through quick-impact projects. Infrastructural improvements are envisaged by the United Nations Development Programme (UNDP) outside the framework of the repatriation budget.

138. The objectives specified in paragraph 137 should be met subject to adequate funding and the solution of mine-related problems. In order to meet these objectives, it is foreseen that the UNTAC plan for repatriation, under the lead of UNHCR, would entail three stages, as follows:

(a) The movement of the returnees from the border camps to the final destinations of their choice in Cambodia by:

(i) Movement from border camps to staging areas for final registration and boarding of buses and trucks;

(ii) Transportation by bus and truck through one or more crossing-point to reception centres inside Cambodia;

(iii) Brief transit of up to one week at reception centres;

(iv) Onward movement by truck from reception centres to final destinations.

(b) The provision of immediate assistance (shelter, materials, household kits) and food for an average period of 12 months (subject to adjustment);

(c) A reintegration programme that includes quick-impact projects and medium- to long-term area development projects. Modalities for development and coordination and implementation of the reintegration phase has been defined in a memorandum of understanding signed between UNDP and UNHCR at their meeting from 10 to 14 January 1992.

139. The preregistration has now been completed and information-sharing with the camp population has been intensified. Preliminary data show that the majority (57.3 per cent) of the eventual returnees wish to settle in Battambang province. The next largest group (14 per cent) wishes to return to destinations in Banteay Meanchey, with 17.7 per cent opting for destinations in other provinces, while approximately 11 per cent of the potential returnees have indicated that they wish to leave the choice of province to the United Nations.

140. It is foreseen that the movement of returnees from the border camps in Thailand to their destinations in Cambodia under United Nations auspices will be organized through the Poipet border crossing via six reception centres in Cambodia. However, new border crossing points via additional reception facilities could be set up under the agreed safeguards and conditions. The departure of an average of 8,500 to 10,000 persons per week should be envisaged. The rate of flow from the border camps would be determined by the absorption capacity at the destinations inside Cambodia.

141. Given an average family size of 4.4 persons, about two hectares of land per family would be required for self-sufficiency. This would indicate a need for the identification and allocation of some 150,000 hectares of land inside Cambodia for resettlement. Land so allocated must be determined to be free of mines, for which purpose detailed mine verification is required prior to the land being designated as suitable for resettlement. A UNHCR land identification mission using remote-sensing techniques has identified 240,000 hectares of potentially suitable unclaimed land in the provinces of main interest to returnees. Seventy thousand hectares have been surveyed for demining purposes and some 30,000 hectares have been classified as probably not mined. This land is now being verified more thoroughly to confirm its suitability.

142. It should be noted that actual demining is a very lengthy process, requiring years of work with no guarantee of complete clearance. However, as a priority, the areas around the reception centres and access roads must be demined. In addition, the constitution of verification teams with limited demining capability is necessary to enable the timely identification of suitable resettlement sites that are "probably not mined".

143. While identification of suitable agricultural land proceeds, three alternative courses of action can be foreseen and proposed to prospective returnees. They are as follows:

(a) To arrange the voluntary return to specific destinations of choice for those returnees who would opt to make their own arrangements for land. They would be provided with food and standard resettlement kits and, where possible, they would enjoy the benefits of quick-impact projects in their resettlement areas;

(b) Temporarily to relocate a number of returnees to villages near the potentially available land pending its further preparation or clearance of mines;

(c) To establish a mechanism, through NGO partners, to assist those families who opt for non-agricultural income-generating activities.

144. Resettlement packages to be provided to each returnee family would include a set of basic housing materials for use at final destinations, consisting of sawn timber, poles, bamboo and plastic tarpaulin sheeting, as well as construction tools, including nails, wire, handsaws, files, post-hole diggers and pliers. Returning families will need to provide themselves with additional thatch or similar material to complete walls and eventually to replace the plastic sheeting.

145. Each family will also be supplied with a kit of household items and agricultural tools, including water buckets, mosquito nets, axes, machetes, hoe heads, spades, knives, sickle blades, and rope. An additional US$ 15 per household will be provided to supplement the resettlement kits with local purchases of needed additional items.

146. It is foreseen that food assistance would be provided for an average period of 12 months at distribution points proximate to the final destinations of the returnees. The food basket would include 500 grams/day of oil and 10 grams/day of salt. The duration of food assistance will be reviewed after six months in the light of the experience gained.

147. Transportation and warehousing space throughout Cambodia will be required to enable the prepositioning of building materials, food and household kits for repatriation and resettlement purposes.

148. The repatriation and resettlement of Cambodian refugees and displaced persons would be headed by a Director for repatriation, who will be appointed by the Secretary-General, on the recommendation of the United Nations High

Commissioner for Refugees. The Director would report to the Special Representative, as well as to the High Commissioner.

149. The repatriation and resettlement would be funded from voluntary contributions. Since the implementation and integrity of the electoral process is dependent upon the prior repatriation of Cambodian refugees and displaced persons, UNTAC's schedule of operations would be seriously jeopardized if sufficient funds were not made available in full and in a timely manner.

G. Rehabilitation component

1. Functions

150. The Declaration on the Rehabilitation and Reconstruction of Cambodia 2/ was one of the three instruments comprising the comprehensive political settlement of the Cambodia conflict signed in Paris on 23 October 1991. Paragraph 8 of the Declaration notes that, with the achievement of the comprehensive settlement, the initiation of a process of rehabilitation, addressing immediate needs and laying the groundwork for future plans, is desirable. Paragraph 10 stipulates that particular attention should be given in the rehabilitation phase to food security, health, housing, training, education, the transport network and the restoration of Cambodia's existing basic infrastructure and public utilities.

151. Chronologically, the rehabilitation phase would run from the signature of the Agreement and the establishment of UNTAC until the formation of a new Cambodian Government following free and fair elections. Paragraph 2 of the Declaration recognizes the principal responsibilities of that new Cambodian Government in determining Cambodia's reconstruction needs and plans.

152. The overall need for as much coordination as possible of international, regional and bilateral assistance to Cambodia is noted in paragraph 3 of the Declaration. For this purpose, the Secretary-General is requested under paragraph 9 to appoint a rehabilitation programme coordinator. The Rehabilitation Coordinator will be the head of the rehabilitation component of UNTAC. In Cambodia, where resources are scarce, circumstances are expected to be changing rapidly and UNTAC is expected to be present in almost every domain, it will be essential to coordinate rehabilitation efforts within the framework of activities being carried out by UNTAC in the implementation of its mandate.

153. The urgent needs to be met during the rehabilitation phase include the following:

(a) Humanitarian needs in terms of food, health, housing and other essential needs, of all Cambodians and particularly the disadvantaged, the handicapped, and women and children;

(b) Resettlement needs, comprising essential agricultural inputs, improved access, drinking water supplies, health and education facilities, vocational training and food security as necessary, in order to meet:

(i) The resettlement and reintegration needs of the 350,000 Cambodians returning to their original or chosen places of habitation and livelihood, the 170,000 internally displaced persons, and the estimated 150,000 or more Cambodian military forces to be demobilized by the military component of UNTAC;

(ii) The essential needs of the populations in all Cambodian communities, especially rural communities, with special focus on areas where resettlement will take place;

(c) Essential restoration, maintenance and support of basic infrastructure, institutions, utilities and other essential services, such as major roadways, railways, seaports and river ports, airports, telecommunications, health, education, banking, etc., as well as training related to the efficient operation of the various sectors.

154. In respect of the demobilized military forces of the Cambodian parties, the provision by UNTAC of reintegration assistance, as required, is stipulated in paragraph 3 of article V of annex 2 to the Agreement. This would mainly take the form of training programmes in small-scale enterprise development, including training in small-scale production, basic finance, accounting and marketing and the development of small-scale credit facilities. In addition, vocational and managerial training would be provided, inter alia, in vehicle maintenance and repair, woodworking, carpentry and basic food processing. It is estimated that a total of US$ 9 to 14 million would be required for this reintegration assistance, to be funded as part of UNTAC's regular operating budget.

155. With regard to other activities undertaken in the rehabilitation phase, it is estimated that the resource needs would amount to about US$ 800 million, to be funded from voluntary donor contributions.

2. Structure

156. The rehabilitation effort would be headed by a Coordinator for Rehabilitation in Cambodia, appointed by the Secretary-General, who would report to the Special Representative. It would be the Coordinator's responsibility to make ongoing assessments of needs, to ensure that needs are being met without duplication or overlap and generally to ensure efficient and effective coordination. In addition, he would have responsibilities related to raising resources through donor consultations in order to meet identified needs.

157. In carrying out his functions, the Coordinator would establish the necessary consultative and coordinating bodies, comprised of representatives from United Nations agencies, donor Governments and NGOs, consolidating and building upon the already established coordination mechanisms in Cambodia, with which the appropriate Cambodian officials could be associated.

III. COMPUTERIZATION, INFORMATION, TRAINING AND RECRUITMENT REQUIREMENTS

158. Given the magnitude of UNTAC's mandate, and in order to operate efficiently, there will be a need for computerization of all of UNTAC's components. The election component has been mentioned in paragraphs 44 to 48 above. In relation to the military component, it will be necessary to keep detailed inventories of the personnel, arms and equipment of the Cambodian forces throughout the regroupment, cantonment, disarming and demobilization phases. The need to facilitate UNTAC's own deployment and logistical requirements will also be vast. All these elements should be integrated, in order to enhance the efficiency of the allocation and control of resources throughout the transitional period.

159. Special needs in the information sector will be presented in Cambodia. The rapid and effective flow of information between UNTAC and the grass-roots is essential to the successful fulfilment by UNTAC of its mandate. Radio appears to be the most efficient method of dissemination of the spoken word, but the radio broadcast facilities inside Cambodia are antiquated and deteriorated and at present the broadcast range covers only about half the Cambodian territory. Television would normally be the most effective means of dissemination, but broadcast facilities in Cambodia have a range of only about 75 kilometres from Phnom Penh. Video parlours are, however, very popular in the countryside. Print media are present, but printing facilities, supplies and distribution networks are inadequate and the impact of the written word is, in any case, hindered by low literacy rates. Print media are therefore most effective in urban areas and among school children.

160. All of the components of UNTAC will have information needs that are specific in nature and that cannot be adequately and effectively met under existing conditions. Certain of UNTAC's major information requirements in Cambodia can be immediately identified and include massive civic education campaigns in human rights, mine awareness and electoral matters. An additional major requirement will be programming to acquaint Cambodians with the Agreement, with UNTAC, its purposes, its activities and goals (generally and at specific stages of the process), its structure and personnel, etc. The object of this programming would be to establish and maintain UNTAC's credibility and thus to enhance its effectiveness and provide a vital means for fulfilling its mandate. Experience has shown that this is a key element enabling the success of missions of this type.

161. Because of the inadequacy of the existing infrastructure and facilities for meeting the very large information needs presented by UNTAC's mandate, it is foreseen that an important office within the UNTAC structure would be the UNTAC information office.

162. The information office at UNTAC headquarters would serve as the sole production point and conduit for information to be disseminated to the Cambodian population by UNTAC. By centralizing the information service in this way, it is expected that efficiency can be enhanced. In addition to its overall programming coordination and review functions, the information office would be comprised of a production section, an audio-visual section, and a translation section. It is foreseen that the translation into Khmer of all materials for dissemination should also be centralized, in order to ensure consistency of terminology and message.

163. It is foreseen that the production and distribution/dissemination of radio and television programming, video cassettes, magazines, posters, fliers, textbook and other educational materials, the staging of cultural events and simulations, and the deployment of mobile information units (loudspeakers, video monitors, etc.) would be used by UNTAC in order to ensure that the message reaches Cambodians at all levels of society and in all parts of the country. By relying to a large extent upon the logistical facilities that will have to be provided to UNTAC generally in order to enable it to function at all, realistic, effective and cost-efficient UNTAC information machinery can be put into place.

164. Another of UNTAC's special needs will be for training. In this respect, a distinction must be drawn between that training which will fall within the UNTAC rehabilitation scheme generally and that which is essential to UNTAC in order to enable it to carry out its mandate. It is the scale of the latter which posits training as a special need of UNTAC. Indeed, as noted in various parts of the present report, training will be required at all levels in order to enable UNTAC to fulfil its mandate effectively and efficiently.

165. For international staff, general orientation regarding the mandate, structure, and procedures of UNTAC will be required, as well as specific training, as necessary, in the individual functions to be performed. Particular attention will be paid to the procedures and techniques to be applied for human rights oversight. Some mine-awareness and first-aid training will also be required. In addition, Khmer language training for international staff is foreseen.

166. Similar programmes will be required for locally recruited staff, although they will need to be undertaken on a much larger scale and their orientation may be somewhat different. Language training will be essential for local staff, especially for upgrading interpretation techniques. Clerical training, including the use of computers, will also be needed. Some managerial or other job-related training may also be required for certain levels of local staff, especially for the execution of the civil administration and elections mandates. Indeed, the electoral process will place heavy demands upon training in general, as mentioned above.

167. Training for non-UNTAC staff is also foreseen. The training in demining procedures will be carried out by the military component. On the civilian side, the training of political party agents regarding their role in the electoral process will be required. In the area of civil administration, some training in the content and application of the codes of conduct and guidelines to be provided is foreseen, including those related to human rights. Training of the civil police forces will be required, in law enforcement techniques and in human rights norms, as well as in the application of election-related regulations to be established by UNTAC.

168. It is foreseen that a training unit would be established at UNTAC headquarters and charged with development, implementation and coordination of all training needs. To the extent possible, a "train the trainers" approach would be followed. All manner of training materials, including manuals, other textual and audio-video materials, would be utilized. Classroom teaching and field training are both foreseen.

169. Another special need relates to recruitment. In this area, it may be necessary to resort to innovative means to ensure that UNTAC is fully and appropriately staffed. Conscious of the need to be as cost-effective as possible, heavy reliance will be placed upon locally available personnel. Considerations relating to language skills will have a bearing on this question, especially in the light of the fact that the number of Cambodians who speak a language other than Khmer is extremely low.

170. The staffing of the military component and of the component of UNTAC police monitors will follow the usual procedures. On the civilian side, every effort will be made to provide UNTAC with personnel from within the Organization. However, given the number of staff required, the disciplines and backgrounds needed, and the nature and duration foreseen for the mission, it may not be possible to staff UNTAC adequately from within the Organization. It may be possible to find some personnel with the appropriate qualifications in the specialized agencies of the United Nations system, with whom arrangements for secondment can be made. In other cases, Member States may be able to provide personnel to UNTAC.

171. Some of the staffing needs would be filled through the United Nations Volunteers programme. It is foreseen that the United Nations Volunteers would provide 400 volunteers to serve as the district electoral supervisors referred to in paragraph 43 above. The costs of these volunteers is taken into account in the information given in the addendum to the present report.

IV. CONCLUDING REMARKS

172. Four essential conditions must be met if UNTAC is to be able to discharge its responsibilities effectively and with complete impartiality:

(a) First, UNTAC must at all times have the full support of the Security Council;

(b) Second, it must operate with the full cooperation, at all times, of the Cambodian parties and all other parties concerned;

(c) Third, it must enjoy full freedom of movement and communications. This should be embodied in separate status-of-mission agreements, to be concluded with the Supreme National Council and with the Governments of the neighbouring States in which UNTAC may be located;

(d) Fourth, the necessary financial resources must be provided by Member States in full and in a timely manner.

In this connection, the Secretary-General recommends that, should the Council decide to establish UNTAC, with the exceptions noted in the present report, the expenditures of the Mission should be considered as expenses of the Organization to be borne by Member States in accordance with Article 17, paragraph 2, of the Charter of the United Nations. The Secretary-General would therefore recommend to the General Assembly that the assessments to be levied on Member States should be credited to a special account to be established for this purpose.

Notes

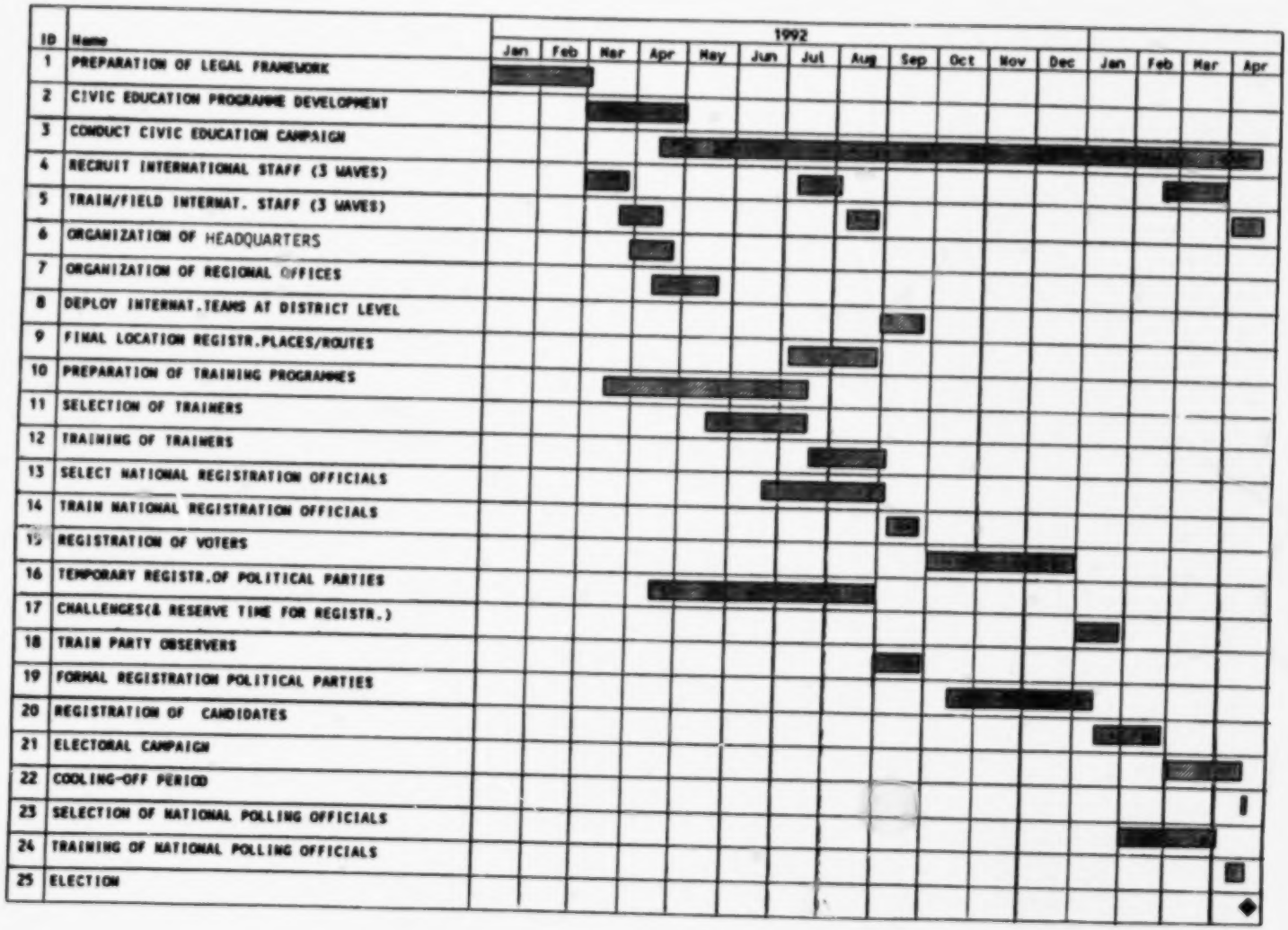
1/ S/23177, annex, sect. II.

2/ S/23177, annex, sect. IV.

3/ S/23177, annex, sect. III.

Annex I

UNTAC ELECTION CALENDAR



Annex II

PROPOSED SCHEDULE OF DEPLOYMENT - MILITARY COMPONENT OF UNTAC

	PREPARATORY STAGE							CANTONMENT AND DEMOBILISATION PHASE				ELECTORAL PHASE							POST ELECTORAL PHASE		
	Nov 91	Dec 91	Jan 92	Feb 92	Mar 92	Apr 92	May 92	Jun 92	Jul 92	Aug 92	Sep 92	Oct 92	Nov 92	Dec 92	Jan 93	Feb 93	Mar 93	Apr 93	May 93	Jun 93	Jul 93
				↓ D-12	↓ D-8	↓ D-4	↓ D-Day					REGISTRATION						↓ E-Day			
HQs									204												
INF BN									10,200	or 12 batt				5,100	or 6 batt				←	2,550	or 3 batt →
MILOBs			50						465					330					←	50	→
SIGNALS		38		63					582										←	38	→
AIR		60							326										←	111	→
ENGINEER		20		640					2,230										←	20	→
LOGISTICS				125					872										←	125	→
MEDICAL		6		15					541										←	6	→
NAVY									376												
MILITARY POLICE									160					120					←	60	→
TOTAL	←		UNAMIC 1,273				→	←	15,873		→	→		10,578				→	←	3,164	→

D Day Phase 2 Cease fire starts (31 May 92)
D+20 Demob 70% complete (30 Sep 92)
F Day Election Day (end April 93)